

Message Text

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INFO ALL AFRICAN DIPLOMATIC POSTS

C O N F I D E N T I A L LAGOS 1303

DEPT PASS ALL AFRICAN DIPLOMATIC POSTS

FOR AF ONLY

E.O. 11652: GDS
TAGS: PGOV, US, XA
SUBJECT: NEW POLICY INITIATIVES IN AFRICA

REF: 77 STATE 311031

1. REGRET OUR DELAY IN RESPONDING TO REFTEL WHICH INVITED COMMENTS 'NO MATTER HOW FAR OUT' BY JANUARY 16. PERHAPS YOU WOULD PREFER NOT RPT NOT TO HEAR FROM US AT ALL RPT AT ALL SINCE WE QUESTION THE MERITS OF THE EXERCISE ALTOGETHER.

2. THE CENTRAL FEATURE OF YOUR 'NEW INITIATIVES' IS THE SELECTION FOR SPECIAL TREATMENT OF A HANDFUL OF COUNTRIES THAT EXHIBIT 'CONSTRUCTIVE LEADERSHIP POTENTIAL.' WE HAVE TWO MAJOR PROBLEMS WITH THIS PROPOSAL. THE FIRST INVOLVES THE CHOOICE OF SOME COUNTRIES AND THE REJECTION OF OTHERS. THE SECOND CENTERS ON THE PROPOSED COURSES OF ACTION, WHICH WE AGREE APPEAR TO CONSTITUTE EXTREMELY THIN GRUEL.

3. THE LOGIC OF YOUR PROOPOSAL IMPLIES THAT SUCH COUNTRIES AS NIGER OR SIERRA LEONE OR GABON AND GUINEA BISSAU - TO CHOSE ONLY FOUR - WOULD NOT HAVE ACCESS TO THE PROPOSED COURSES
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OF ACTION THAT WOULD BE EXTENDED TO THE FAVORED FEW. WE QUESTION SUCH A PROPOSITION. ARE WE TO REJECT ACTIVE EFFORTS TO IMPROVE RELATIONS WITH THE NON-FAVORED MAJORITY? WOULD YOUR PROPOSAL MEAN THAT THOSE COUNTRIES NOT BLESSED BY SPECIAL DESIGNATION WOULD NOT HAVE ACCESS TO DIALOGUES WITH OUR AMBASSADORS, EXCHANGES OF HIGH-LEVEL CORRESPONDENCE, VISITS FROM TOP ADMINISTRATION OFFICIALS, INCREASED SELF-HELP FUNDS, EXPANDED TRANSFER OF TECH-

NOLOGY, AND THE OTHER PRESUMED INDUCEMENTS TO GOOD BEHAVIOR?

4. SURELY WE OUGHT TO HAVE BEEN DOING MANY OF THESE THINGS ALL ALONG AND WITH ALL COUNTRIES. FURTHERMORE, IT WOULD SEEM IMPRUDENT TO BLOCK OFF FROM OUR ARSENAL OF POSSIBLE TOOLS ANY OF THESE MECHANISMS THAT IN A GIVEN INSTANCE MIGHT EFFECTIVELY PROMOTE US GOALS IN A PARTICULAR COUNTRY. WHATEVER THE PRESENT SCORECARD OF A GIVEN COUNTRY ON THE 'CONSTRUCTIVE LEADERSHIP' SCALE, THE SCORES KEEP CHANGING. THE INITIATIVES NEED TO BE ALWAYS AVAILABLE. THEY MAY WELL BE USEFUL FOR APPLICATION IN A COUNTRY THAT SCORES LOW BUT MIGHT SCORE HIGHER IF ENCOURAGED TO DO SO.

5. WE ARE SURPRISED BY THE STATEMENT, UNDER 'COURSES OF ACTION,' THAT THE PROPOSED POSTURE WILL REASSURE SELECTED AFRICAN LEADERS 'THAT WE ARE PREPARED TO OPEN DIRECT CHANNELS OF COMMUNICATION TO THEM.' DO OUR AMBASSADORS NOT HAVE THESE DIRECT CHANNELS ALREADY? WE ARE ALSO STRUCK BY THE INCONSISTENCIES OF PROMISING THAT OUR SUPPORT WILL BE 'TANGIBLE' WHILE AT THE SAME TIME ADMITTING THAT THIS SUPPORT WILL BE NECESSARILY PRIMARILY PSYCHOLOGICAL AND CAUTIONING THAT IT WILL BE DEMONSTRATED 'IN MODEST WAYS.'

6. AS FOR YOUR SUGGESTION THAT NIGERIA BE INCLUDED IN YOUR LIST OF BENEFICIARIES OF SPECIAL TREATMENT, WE WOULD ARGUE THAT NIGERIA DOESN'T FIT. IT DIFFERS SUBSTANTIALY FROM THE COUNTRIES

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CITED IN REFTEL IN TERMS OF ITS IMPORTANCE TO U.S. INTERESTS. IN ANY CASE, MOST OF THE COURSES OF ACTION DISCUSSED IN REFTEL ARE EITHER ALREADY BEING PURSUED HERE OR ARE NOT RELEVANT TO THE US/NIGERIAN RELATIONSHIP. THERE IS NO NEED IN OUR VIEW TO DISCUSS OUR DESIRES FOR CLOSE US/NIGERIAN RELATIONS WITH OUR EUROPEAN ALLIES AT THE UN, IN WASHINGTON OR IN EUROPE IN THE NEAR FUTURE. NIGERIA IS NOT A MEMBER OF THE EMERGENT WEST AFRICAN NON-AGGRESSION PACT. WE ARE NOT UNDERTAKING NEW CONCESSIONAL AID PROGRAMS FOR NIGERIA AND DO NOT DESIRE 'SELF-HELP FUNDS.'

7. IF YOUR POLICY PAPER SURVIVES, MAY WE SUGGEST A NOTE OF CAUTION CONCERNING SUPPORT FOR THE WEST AFRICAN NON-AGGRESSION PACT. WE KNOW VERY LITTLE ABOUT THIS HERE AND TRUST IT WOULD BE CAREFULLY EXAMINED, PARTICULARLY VIS-A-VIS ANGLO-PHONE AFRICAN SENSITIVITIES, PRIOR TO ITS EMBRACE.

8. UNDER YOUR 'ALLOCATION OF RESOURCES' HEADING, WE SUGGEST THERE MAY BE ROOM FOR THE EXPANSION OF THE PARAGRAPH ONE TRANSFER OF AGRICULTURAL TECHNOLOGY. THE LANDSAT REFERENCE STRIKES US AS UNNECESSARILY RESTRICTIVE. WE SUGGEST, FOR EXAMPLE, INCLUSION OF THE POSSIBILITIES OF UTILIZATION OF

SECTIONS 661 AND 607 OF THE AID LEGISLATION (AS ILLUSTRATED
BY THE ROLE OF THE USGS, THE CORPS OF ENGINEERS, AID MANPOWER
TRAINING SPECIALISTS, AND THE CENSUS BUREAU IN NIGERIA).
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